Final Report

Plymouth Transportation Center

SITE SELECTION STUDY

August 2012

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McMAHON
TRANSPORTATION ENGINEERS & PLANNERS

In association with:
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GLC Development Resources LLC
Nitsch Engineering
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Many thanks to the members of the Town of Plymouth Boards and Committees, PGDC Board, and residents of the Town of Plymouth for your attendance and participation at public meetings associated with this project.

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EXECUTIVE SUMMARY

Overview

The Greater Attleboro-Taunton Regional Transit Authority (GATRA), in cooperation with the Plymouth Growth and Development Corporation (PGDC) and the Town of Plymouth, has conducted a site selection and feasibility study for developing a transportation center in the Plymouth downtown/waterfront area. Key features of the transportation center would be as follows:

- Enclosed waiting area and sheltered berths for GATRA buses;
- Approximately 300 structured parking spaces (200 net new spaces);
- Parcel for commercial development on Water Street;
- Enhanced visitor services facilities for Destination Plymouth;
- Additional restroom space; and
- Space for parking garage staff and parking fare equipment.

The study found that the site currently occupied by the Memorial Hall parking lot is the only site in the downtown/waterfront area large enough to accommodate the combined uses of the transportation center. It should be noted that structured parking at the Memorial Hall parking lot site corresponds exactly with the Town's approved *2004 Strategic Action Plan* and *2006 Master Plan*.

Opportunities

The study process has identified a number of opportunities that would be presented by developing the transportation center at this location. Opportunities include:

- Enhanced passenger experience for the growing number of GATRA bus passengers;
- Better connections for shuttles to remote parking locations for special events and tourist traffic;
- Additional parking spaces to meet well-documented seasonal shortages;
- Increased year round viability for Memorial Hall due to additional adjacent/attached parking;
- Support special events, including Plymouth's 400th Anniversary celebration
- Support redevelopment/development of Downtown/Waterfront Area (DWA) properties; and
- Support Water Street Streetscape and Corridor enhancements envisioned in the *2007 Public Space Action Plan*

Costs

Estimated project development costs for the project are approximately $10.3 million. It is expected that the federal government, potentially through the Federal Transit Administration (FTA), would be able to contribute to the project for the transit related improvements. Other potential funding sources would be from State sources, including a $2.0 million earmark in the Massachusetts Transportation Bond Bill, municipal sources, and financing through the Plymouth Growth and Development Corporation.

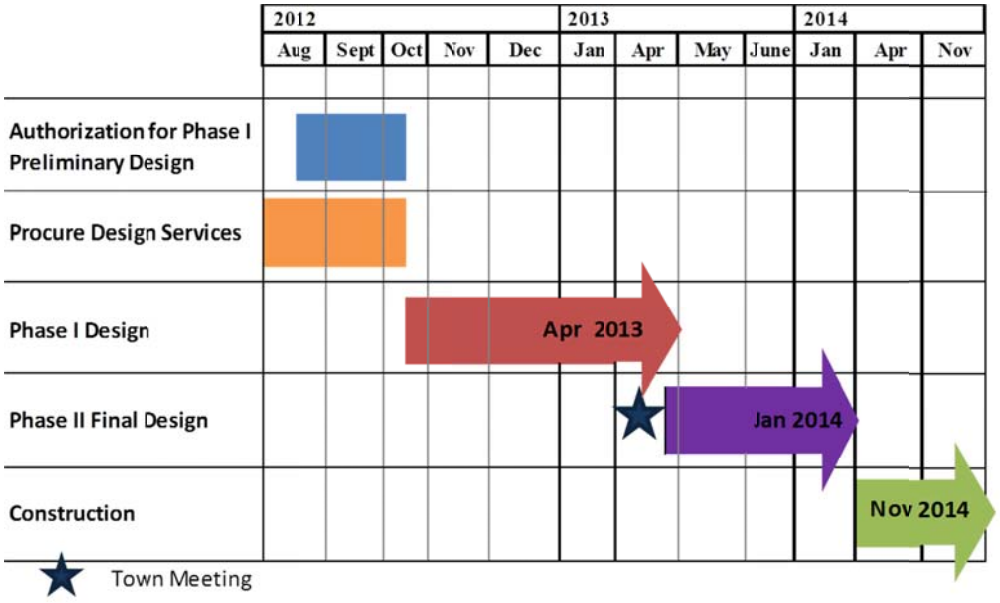
Operational Feasibility

Using reasonable assumptions regarding finance costs and conservative estimates of parking utilization, the study has concluded the transportation center can be operated as a self-supporting entity.

Next Steps

Following the completion of this Site Selection Study, the next steps for the project include:

- Secure FTA approval and funding to enter into design
- Secure funding for Preliminary Design, estimated to be about $360,000
  - FTA projected to pay 80% ($300K +/-)
  - PGDC to contribute 10% ($30K +/-)
  - Town Parking Fund to contribute 10% ($30K +/-)
- Procure design services for preliminary design to be ready for Spring 2013 Town Meeting
- Secure funding agreements for final design and construction
- Proceed with final design, permitting and preparation of construction documents
- Construct the project


2012
2013
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Aug
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Authorization for Phase I Preliminary Design
Procure Design Services
Phase I Design
Apr 2013
Phase II Final Design
Jan 2014
Construction
Nov 2014
Town Meeting

1. PURPOSE AND NEED

1.1 Project Purpose

The purpose of this Project is to support current and projected transit ridership in the Town of Plymouth by providing a central location for local bus service (provided by GATRA through the Plymouth Area Link (PAL) routes). The Transportation Center will provide a critical missing link in the transportation system that would allow for the full realization of mobility benefits in Plymouth by strengthening the connection between regional transportation services and the heart of Plymouth's downtown and waterfront area.

1. The need for the Project stems from several interrelated transportation deficiencies that can be solved by seamlessly coordinating and integrating various modes of transportation and services at a central downtown location.
2. Create a stronger link between the MBTA Commuter Rail Stations and downtown Plymouth.
3. Connect to intercity travel provided by Plymouth and Brockton bus service.
4. Accommodate increased tourism destined to downtown Plymouth in a sustainable and comprehensive manner.
5. Provide a Transportation Center that supports non-motorized travel through strong pedestrian connections and bicycle accommodations.
6. Coordinate local bus service and parking with para-transit service, taxis, and tourism trolleys.
7. Centralize parking in the downtown with strong transit connections, allowing existing surface parking lots to be redeveloped for other uses that support the future vision for downtown Plymouth.

By addressing these issues, GATRA, the Town of Plymouth, PGDC and other stakeholders anticipate that sustainable development will be generated in the Plymouth region through improved transportation choice, downtown revitalization, and reactivation of the waterfront.

1.2 Transit Needs

Transit service in the Plymouth area is centered in downtown Plymouth. Five routes currently serve the downtown, and they exchange passengers at a small, semi-enclosed shelter on Memorial Drive, just to the south of the Memorial Hall building.

Figure 1: Existing Transit Shelter on Memorial Drive

According to GATRA's ridership records, transit demand in Plymouth is growing with a 17% increase in transit ridership between 2009 and 2011.

1.3 Parking Needs

A downtown parking shortage has been documented in several studies, with an estimated need for 400-600 additional spaces in the downtown area. These studies include the following:

- 2003 *Waterfront Area Parking Analysis*
- 2004 *Strategic Action Plan*
- 2006 *Master Plan*
- 2007 *Public Space Action Plan*
- 2012 *Parking Management Plan*

The findings of this potential parking shortage were confirmed through this Site Selection Study, as presented in Appendix B. For the purposes of the Site Selection Study, this means that:

1) The multimodal center should not displace existing parking; and,

2) Additional downtown parking should be considered as part of the multimodal center.

Figure 2: Parking is at capacity on Court Street during periods of peak demand

1.4 Complementary Needs

The Plymouth Transportation Center provides an opportunity to accommodate a variety of compatible uses that are consistent with the Town's plans:

- Potential for a new seasonal Visitors Service Center for the waterfront area with public restrooms to replace the undersized and functionally inadequate facility on Water Street, allowing the Town to sell and redevelop the existing Water Street site.
- Support Water Street Streetscape and Corridor enhancements envisioned in the *2007 Public Space Action Plan.*
- Additional parking to support the Downtown/ Waterfront Area (DWA), and potential space for the PGDC/Park Plymouth Parking Management office.

2. AVAILABLE SITES

Work of the study included identification and evaluation of various potential sites for the Transportation Center.

2.1 Identification of Sites

The study identified eight (8) potential sites for the Transportation Center. Five of the sites were taken directly from the Town's *Public Space Action Plan* from 2007; these sites are described as Sites A through E in the following sections of this report. Two additional sites, Site F and Site G were identified in consultation with the project Steering Committee. A final site, Site F, was identified as a result of field reconnaissance work conducted in cooperation with the Town and PGDC.

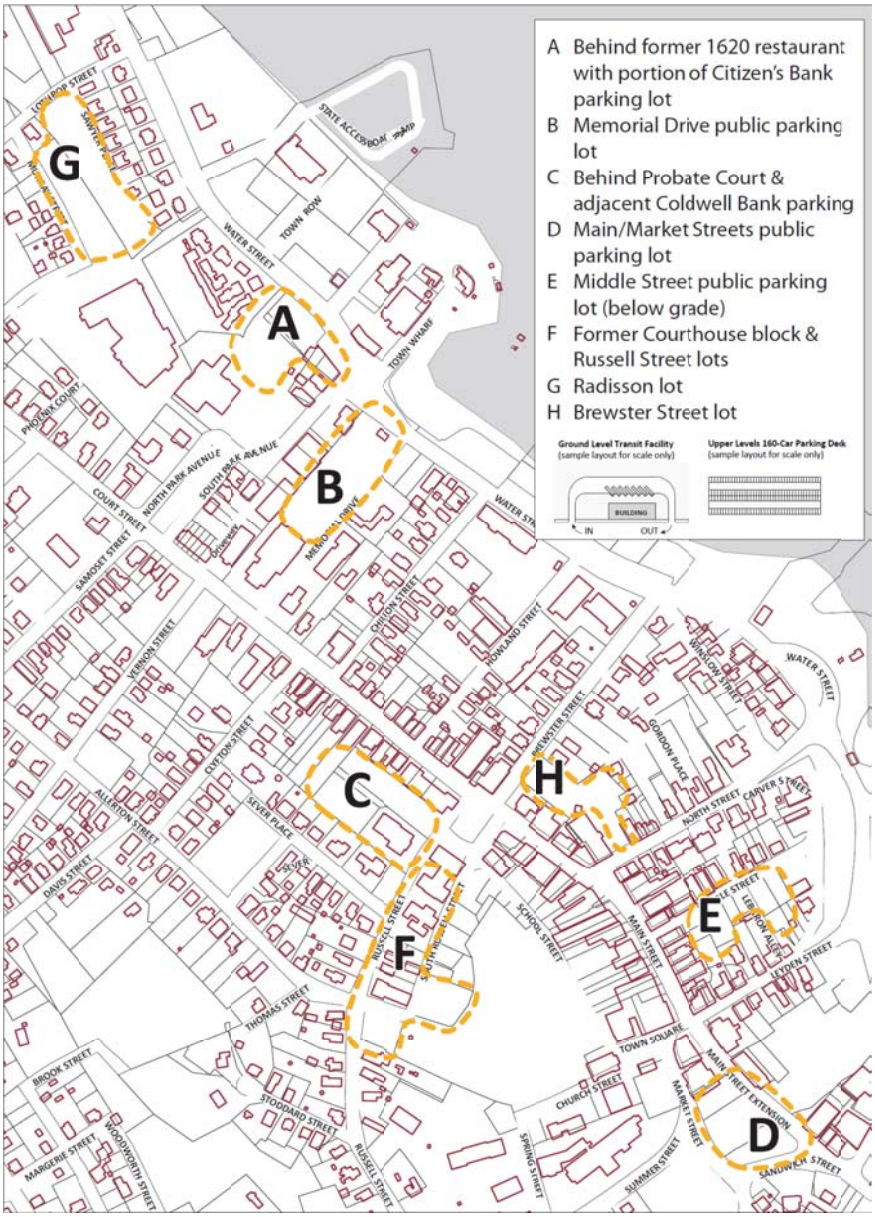

Figure 3: Eight potential sites were identified

2.2 Description of Sites

The general characteristics of the available sites are outlined below. Additional summary information is available in **Appendix C**.

Site A – Former 1620 Restaurant: Located in the northwest corner of the intersection of South Park Street and Water Street, this site was identified in the Town's Public Space Action Plan. The site includes a building formerly occupied by the 1620 Restaurant as well as a large open parking area. This site was of interest due to its proximity to the waterfront and the amount of open space it contains.

Figure 4: Site A - Former 1620 Restaurant

Characteristics of this site include the following:

PRO

- ❑ Currently used for public parking (116 spaces) and GATRA bus hub
- ❑ Proximity to existing visitor center
- ❑ Supports Memorial Hall events and north Court Street area
- ❑ Could serve as a connector between waterfront and downtown
- ❑ Ease of access via Route 44
- ❑ Gradual grade of site supports development
- ❑ Potential to screen parking with liner buildings and existing surrounding uses
- ❑ Multiple access points possible
- ❑ Town-owned
- ❑ Larger massing of existing buildings is compatible with a parking structure/multimodal center

CON

- ❑ Distance from Main Street
- ❑ Memorial Drive is currently one-way, limiting circulation options

NOTES

- ❑ Prior parking garage proposal
- ❑ Site is relatively large (compared to others), improving opportunity for "liner buildings"

Site B – Memorial Hall Parking Lot: This site is located along the north side Memorial Drive between Water Street on the east and behind Memorial Hall on Court Street to the west.

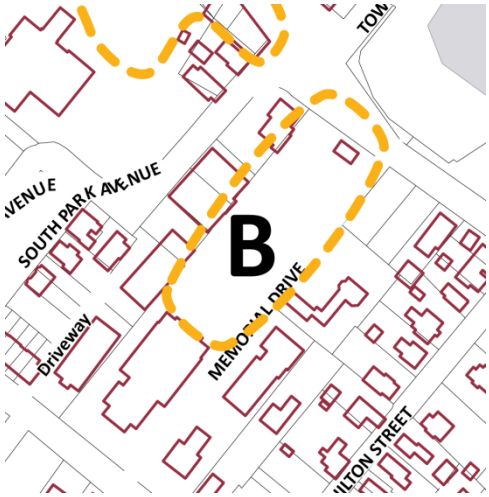

Figure 5: Site B - Memorial Hall Parking Lot

Characteristics of this site include the following:

PRO

- ❑ Currently used for public parking (116 spaces) and GATRA bus hub
- ❑ Proximity to existing visitor center
- ❑ Supports Memorial Hall events and north Court Street area
- ❑ Could serve as a connector between waterfront and downtown
- ❑ Ease of access via Route 44
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NOTES

- ❑ Prior parking garage proposal
- ❑ Site is relatively large (compared to others), improving opportunity for "liner buildings"

Site C – Former Registry Building: This site includes the former Registry building directly across Russell Street from the 1820 Courthouse building. The former Registry building and the

parking lot behind it are now owned by a private developer. The site was also considered to include the parking areas immediately adjacent to the former Registry building behind the commercial buildings on Court Street.

Figure 6: Site C - Former Registry Building

Characteristics of this site include the following:

PRO

- ❑ Currently for sale
- ❑ Potential to combine parking area with Coldwell Banker (grade change)
- ❑ Serves Main Street/Court Street area
- ❑ Opportunities to combine with courthouse development (Site F)
- ❑ Screening with existing buildings
- ❑ Ease of access for pedestrians/bikes from Main Street
- ❑ Prior public use of the site

CON

- ❑ Narrow driveway to parking behind building limits circulation options
- ❑ Retaining walls on north and south property lines make site expansion difficult
- ❑ Slope of Russell Street limits options for bus berths

NOTES

- ❑ Land assembly extends project timeline
- ❑ Coldwell property owners may be open to combined parking
- ❑ Parking capacity likely to be filled by redevelopment of building
- ❑ Probate Court property asking price $1.7 million
- ❑ Distance to waterfront
- ❑ Condos proposed in short-term
- ❑ Is the building on the Historic Register?
- ❑ Slope may increase options for building parking deck
- ❑ Reducing on-street parking would improve traffic flow

Site D – Main/Market Street Parking Lot: This site is an existing paved parking lot located just north of Sandwich Street, between Main Street on the east and Market Street on the west.

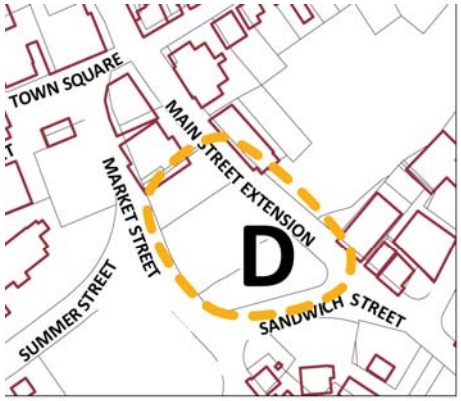


Figure 7: Site D - Main/Market Street Parking Lot

Characteristics of this site include the following:

PRO

- ❑ Parking for Main Street area
- ❑ Southern gateway to downtown
- ❑ Proximity to attractions such as Mayflower Park, Grist Mill, Burial Hill, Brewster Gardens
- ❑ Development could complete existing streetwall (split issue)
- ❑ General community support for parking
- ❑ Town-owned, currently used for parking (55 spaces)
- ❑ Good relationship to established traffic patterns

CON

- ❑ Distance to waterfront attractions north of Mayflower Park
- ❑ Development could block viewsheds from Main St. (northbound) and John Carver Inn (split issue)
- ❑ Proximity to Town Brook may limit footings/foundation
- ❑ Small parcel size limits layout options and ability to combine transit and parking
- ❑ Small parcel size means parking would be relatively expensive and limited impact on overall capacity

NOTES

- ❑ Two prior parking structures proposed; well-studied
- ❑ Strategic location for community development
- ❑ Potential for on-street bus circulation

Site E – Middle Street Parking Lot: This site consists of a paved parking lot just off of Middle Street behind the commercial buildings on Main Street to the west and Public Alley on the east.

Figure 8: Site E - Middle Street Parking Lot

Characteristics of this site include the following:

PRO

- ❑ Proximate to waterfront attractions such as Mayflower Park
- ❑ Proximate to downtown
- ❑ Relatively flat site
- ❑ Town-owned, currently used for parking (70 spaces)

CON

- ❑ Distance to waterfront restaurant area
- ❑ Not a strong transit site due to size
- ❑ Convoluted geometry
- ❑ Proximate to residential neighborhood

NOTES

- ❑ Narrow bounds of current site (L-shape)
- ❑ Historic house (currently parking wraps around it)
- ❑ Parking potential, but limited
- ❑ Public alleyway through site
- ❑ Adjacent Salvation Army property may expand site
- ❑ Limited visibility

Site F – Courthouse Corridor: The Courthouse Corridor consists of a contiguous series of properties west of Court Street between Russell Street and South Russell Street, extending all the way up the hill past Allerton Street at its westernmost extent. The corridor includes the 1820 Courthouse at its eastern end and the DPW building at its western end. It also includes a number of annexes to the 1820 Courthouse, as well as three private residences.

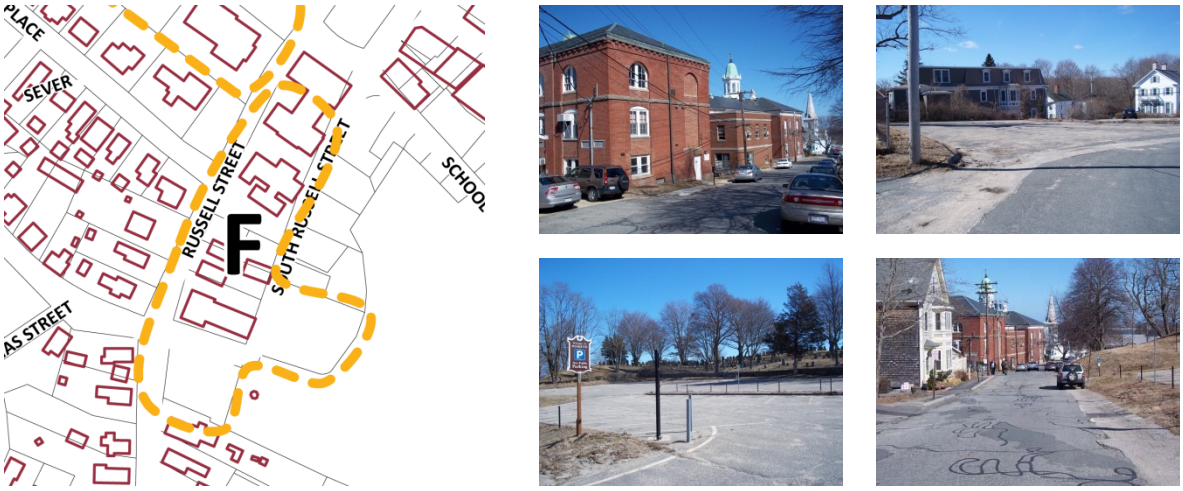


Figure 9: Site F - Courthouse Corridor

Characteristics of this site include the following:

PRO

- ❑ Proximate to Court/Main Street
- ❑ Courthouse owned by Town with a 99 year lease to the Plymouth Redevelopment Authority. PRA charged with redevelopment.
- ❑ Town ownership of former school/DPW buildings to the rear of block
- ❑ Good access to Route 44
- ❑ Existing public parking
  - Russell: 62 Old Police: 32
- ❑ Potential to combine with Probate Court Development (Site C)
- ❑ Brewster St. connection to waterfront

CON

- ❑ From rear of block: distance and steep slope limit transit and pedestrian/bike access
- ❑ Three residences between Courthouse and former School/DPW property
- ❑ Parking underutilized now
- ❑ Better potential use for site than parking

NOTES

- ❑ Study of reuse options underway

Site G – Radisson Parking Lot: This site is an existing parking lot south of Lathrop Street and north of the Radisson Hotel building. It currently serves as a parking lot for the hotel, and the site is partially owned by the MBTA and leased to the hotel.

Figure 10: Site G - Radisson Parking Lot

Characteristics of this site include the following:

PRO

- ❑ Relatively flat property
- ❑ Proximate to waterfront restaurants, but does not occupy prime waterfront real estate
- ❑ Potential connections to commuter rail via MBTA right-of-way and Rail Trail (long-term)
- ❑ Good replacement parking for waterfront
- ❑ Established traffic patterns are compatible with bus turns

CON

- ❑ Distance from downtown and visitor destinations limits transit options
- ❑ Good pedestrian connections
- ❑ Complicated ownership/easements

NOTES

- ❑ Only site outside historic district
- ❑ Potential to consolidate parking from water street lots and town pier area to create transit-oriented development (TOD)
- ❑ Could be appealing for regional demand (seasonal & marine)
- ❑ Could serve as employee parking for downtown core (would require shuttle and providing incentives)
- ❑ Possibility to use as engine for future development to the north/Cordage Park

Site H – Brewster Street Lot: This site is an existing parking lot located behind the commercial buildings to the west on Court Street between Brewster Street and North Street.

Figure 11: Site H - Brewster Street Lot

Characteristics of this site include the following:

PRO

- ❑ Central location for both waterfront and downtown access
- ❑ Existing Court Street buildings, and natural grade create screening
- ❑ Partial public lot (23 spaces) and Sovereign Bank
- ❑ Access via Brewster (2-way) and North Streets

CON

- ❑ Somewhat distant from waterfront restaurants and Memorial Hall
- ❑ Private land may not be available
- ❑ Bank drive-through access limits development area
- ❑ Size constraints limit transit layout and bus turning movements
- ❑ Poor geometry, access, and visibility
- ❑ Potential conflict with neighbors

NOTES

- ❑ Partial public lot (23 spaces) and Sovereign Bank

3. EVALUATION OF SITES

The eight sites identified in cooperation with the project Steering Committee, were then subjected to a formal evaluation as described in this section.

3.1 Criteria for Evaluation

Working together with the Steering Committee, evaluation criteria were developed in an effort to pare down the number of sites for further consideration. Evaluation criteria were developed under the following general headings, and are outlined in detail in Appendix D:

- Transit Needs
- Parking Needs
- Site Configuration
- Accessibility
- Environmental Issues
- Development Issues

3.2 Initial Evaluation of Sites

Based on discussions with the Steering Committee, it was agreed that the primary focus should be on identifying a site that can accommodate the full development program (including both transit and parking). This led to a paring down of the candidate sites as follows:

Transit – Three sites appeared to hold promise for meeting the transit programming needs for the site, this included Site B – Memorial Hall Parking Lot; Site C – Former Registry Building; and possibly Site F – Courthouse Corridor. Site B and Site F present the advantage of substantial current public ownership.

Parking – All sites currently contain some parking and could potentially accommodate replacement parking for the transit center, with the exception of Site E – Middle Street and Site H – Brewster Street Lot where adding an additional level of parking would be difficult and disproportionally expensive due to site constraints.

Site A – Former 1620 Restaurant was considered too difficult to pursue due to grade change in combination with anticipated difficulties in land acquisition and access, as portions of the restaurant property and the adjacent bank property would need to be assembled to fit the full transit center program on the site.

Site G – Radisson Parking Lot, was judged to be too far from the downtown core for further consideration as a transit center, and it was agreed that its incorporation as a transit center would entail too many other long-term improvements (connection to the bike path, reconstruction of the surrounding street grid), that are beyond the ability of this project to recommend.

Sites D, E, and Hall were deemed to be too small to incorporate the transit program associated with the project.

3.3 Additional Evaluation of Sites

As part of the July 12, 2011 Steering Committee meeting, concept sketches were presented for a Transportation Center on the Courthouse Corridor (Site F). The concepts assumed that the front Courthouse building would remain in future development scenarios, but the balance of the corridor could generally be redeveloped. Concepts were developed in a manner to avoid using the existing green space between South Russell Street and Burial Hill. Four options were presented, keeping in mind that at least 100 feet is required to accommodate a turning GATRA bus:

1. Basement transit access: This assumed an alignment that takes advantage of the slope, allowing the transit access to be in the basement level of a new building behind the Courthouse, with additional parking and/or development above.
2. Link to Former Registry: This option assumes access via the Former Registry, crossing over Russell Street, to access a 2nd floor level of transit. This would require a bridge/overpass over Russell Street and presents pedestrian access challenges to reach a 2nd floor transit facility.
3. DPW Site: This is an option that transverses the Courthouse Corridor, utilizing the former DPW facility and South Russell Street parking lot adjacent to Burial Hill.
4. Russell Parking: This is similar to option 3, but uses the Russell Lot to the west of the former DPW, in an effort to use the top of the hill, avoid grades, and take advantage of access via Samoset Street.

The group requested that options should be considered along the entire length of South Russell Street, including the existing green space between Burial Hill and the south Russell Street lot, west of School Street. There is some evidence that this area previously consisted of residential lots and is therefore separate from Burial Hill itself. The property may also be town-owned, reducing acquisition costs. McMahon continued to develop options, consulting information available through the Courthouse Consortium and the 2007 *Public Space Action Plan*.

Based on the discussion, the group agreed that the primary focus should be on additional analysis of the following three sites:

- Site B (Memorial Hall);
- Site C (Former Registry); and
- Site F (Courthouse Corridor).

Based on assumptions regarding the assessed value of the former Registry Building, value of adjacent properties, and the need to replace existing private parking, the estimated cost of acquisition could be as high as $10 million. This estimated cost is based on assessed values of the Former Registry Site and the Coldwell Banker property of $3.35 million multiplied by a factor of 2.5 for planning purposes. Considering that the remaining two sites are already in public ownership, it would be difficult to justify the additional cost of acquisition of this site for the multimodal center. The group agreed it should be dropped from further consideration.

This left two sites for final consideration:

- Site B (Memorial Hall), and
- Site F (Courthouse Corridor).

4. FINALIST SITES

The two finalist sites were tested for a number of different possible configurations in an attempt to discover the best fit of the full transportation program within the constraints of each site. A summary of those efforts follows.

4.1 Site F – Courthouse Corridor

A series of working sessions were held with the Courthouse Consortium to further evaluate options for Site F – Courthouse Corridor. Discussions and conceptual drawings focused on how the three desired program elements (1) transit, (2) parking, and (3) commercial development could be accommodated on the site. In general, any two of the three program elements can be made to fit on the site, with the third program element suffering from a lack of available space.

A series of conceptual diagrams were distributed to the Steering Committee prior to the meeting. Drawings F5 and F6 were used to focus discussion on Site F.

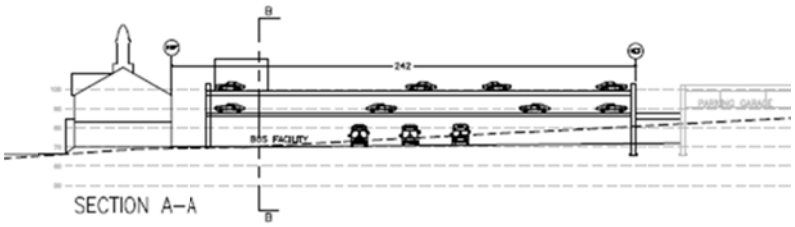


Figure 12: Courthouse Corridor Below Grade Option

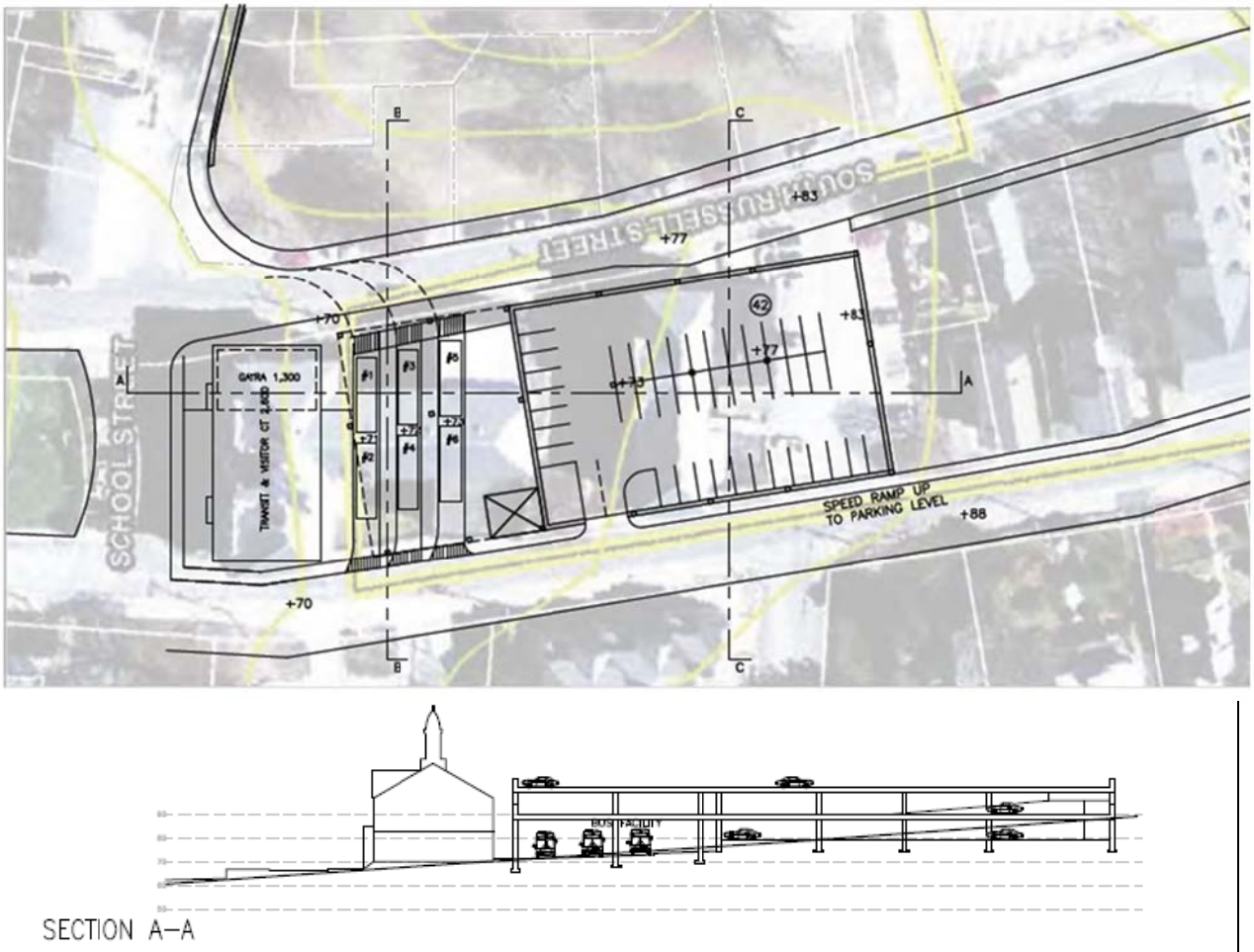


Figure 13: Courthouse Corridor At-Grade Option

The concepts comply with the 35 foot height restriction required by zoning. There was some discussion about potential flexibility in determining overall height, but the group generally agreed with the approach that potential development should not be so tall that it overwhelms the original courthouse building. The group's discussion regarding the concepts generally included the following:

- Concepts that allow for parking and transit to dominate the site are not consistent with the desire to adaptively reuse the site for commercial, retail, and housing.
- FTA is unlikely to fund parking that is not needed for transit use, and is not replacement parking required for mitigation for building a transit facility that displaces parking.
- Maximum transit service should be provided to and from the Courthouse. It was acknowledged that good transit connectivity could be provided to the Courthouse if a bus stop with frequent service was established in front of Court Square.

- Court Square itself should have a pedestrian focus. The group generally did not support bus berths or vehicular parking directly in front of the original courthouse building. However, as noted above, a bus stop on Court Street was considered very beneficial.

- New commercial development in the Courthouse Corridor will require parking, decreasing the total net new parking to service downtown Plymouth that could otherwise be constructed on Site F.
- Geotechnical and historic preservation issues may constrain development options.

4.2 Site B – Memorial Hall Parking Lot

The Steering Committee also discussed concepts for Site B – Memorial Drive.

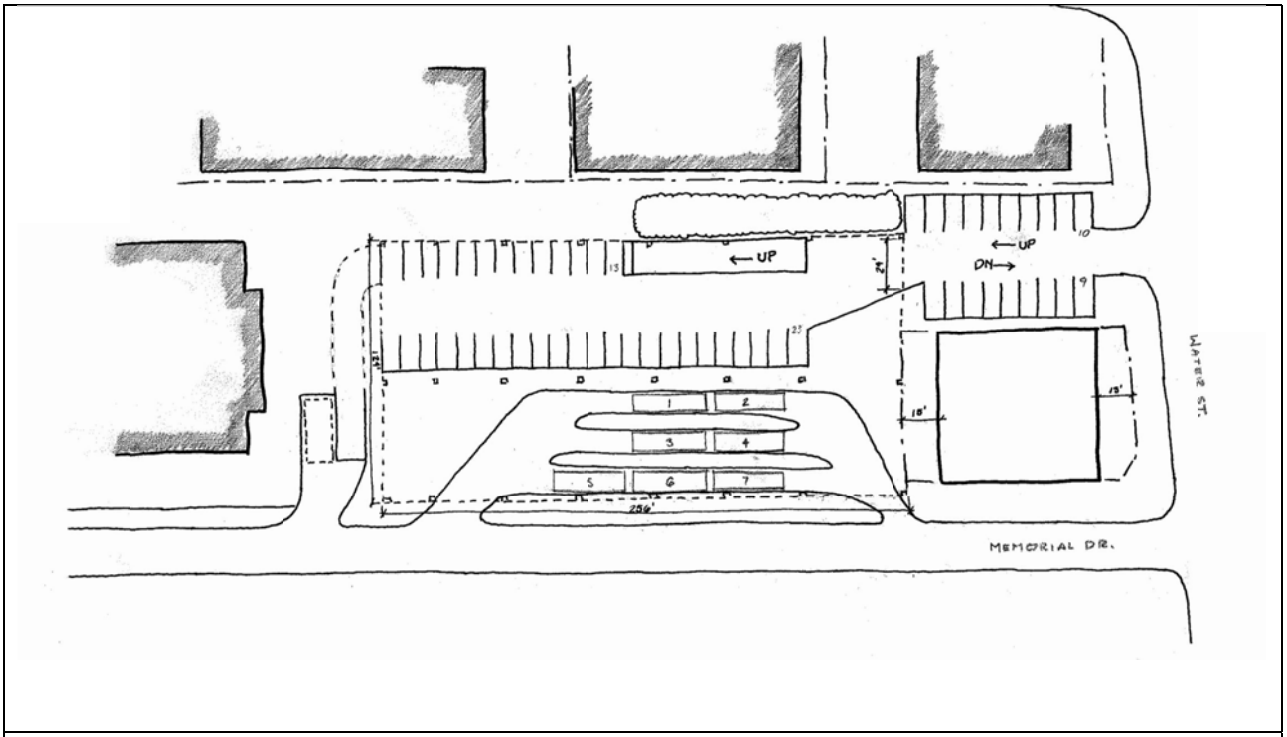


Figure 14: Memorial Hall Site Concept

- The relatively flat site allows for more options for transit layout and flat plates for parking in upper levels.
- Access to commercial buildings between Park Drive and the Memorial Hall parking area should be maintained. Loading issues should also be considered for these uses, and Memorial Hall
- There are opportunities to incorporate a pedestrian corridor that links the waterfront and downtown via development of the Memorial Drive parking area for transit, parking, and commercial/tourism use.

- Ground-level commercial with pedestrian access should be a key component of the development.
- The potential for subsurface parking was mentioned, but its probable high cost was noted. A facility could potentially be constructed with footings that would allow for additional building height to be added as a future phase.
- It was noted that prior parking structure proposals for the site were not advanced due to withdrawal of the proposals by the developer – there was no specific opposition to the prior proposals.

4.3 Final Site Selection

The Steering Committee generally agreed that:

- The full development program for the Multimodal Center is not possible on Site F without jeopardizing future development potential envisioned for the Courthouse Corridor.
- Efforts should be focused on developing options for Site B – Memorial Hall.

5. SELECTED SITE – CONCEPTUAL DESIGN AND VIABILITY

With the Memorial Drive site selected, a more detailed evaluation was conducted in an attempt to determine the viability of the site for the Transportation Center.

5.1 Conceptual Design

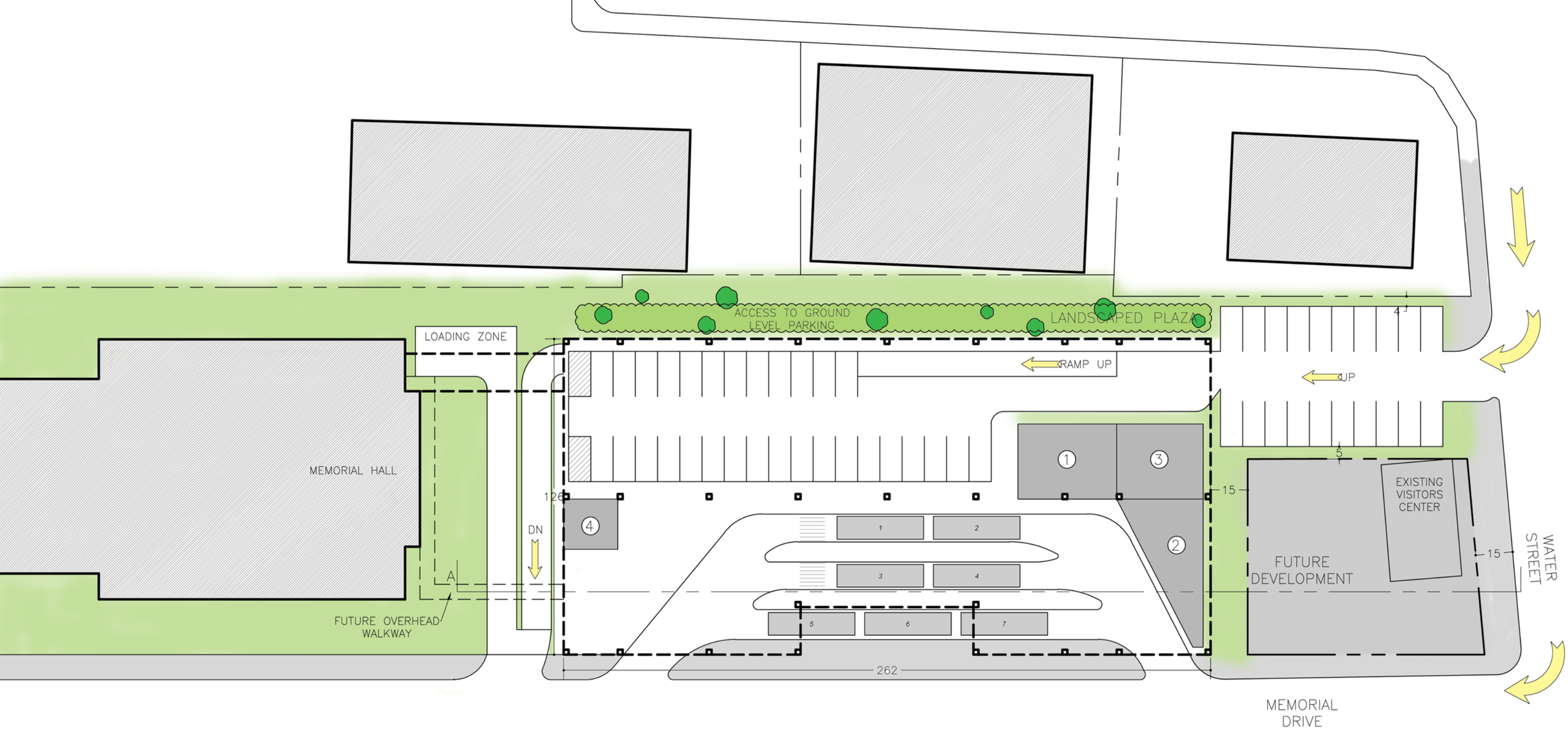
A series of conceptual layouts were developed for the Memorial Drive site and reviewed with the Study Steering Committee on March 13, 2012. The most feasible option consists of a facility oriented within the bounds of the back of Memorial Hall to Water Street (known as the "longitude" options, as opposed to "transverse" which assumed additional property acquisition) and includes the following (see Appendix F):

- Seven bus bays
- Approximately 310 parking spaces (about 200 net new)
- Passenger waiting area
- Restrooms and storage
- Parking operations office
- Visitor Center

Bus access is provided via Memorial Drive, with bus parking provided in tandem to facilitate ease of access, and medians to separate rows of buses and assist with safe boarding and alighting for passengers.

The parking within the Transportation Center includes the replacement of the116 surface parking spaces that currently exist, providing a net new parking supply of about 200 spaces. The parking garage is accessible from Water Street, with exit onto Memorial Drive. Approximately 50 parking spaces could be accommodated on the ground level where the bus bays will also be located. Roughly 100 spaces could be provided on the second and third levels, with a fourth level providing about 64 spaces. For planning purposes, it is assumed that the Transportation Center would be no higher than the 35-foot height limit required by zoning. However, there may be opportunities to increase the total parking supply by including additional parking levels that exceed the height restriction, yet are within the range of adjacent structures.

The conceptual site layout allows for a strong pedestrian connection from Water Street to Memorial Hall, providing a buffer and maintaining access to the abutting businesses on Park Avenue.



KEY:
1. TRANSIT WAITING ROOM
2. VISITORS CENTER
3. RESTROOMS AND STORAGE
4. PARKING GARAGE OPERATIONS

DRAFT FOR DISCUSSION – 08/10/2012

B3A LEVEL 1 PLAN TOTAL 51 SPACE

0 50' 100'

5.2 Environmental Conditions

A Phase I Environmental Site Assessment was completed for the Memorial Drive parcel and is provided in Appendix G.

The Site Assessment indicated the following:

- One underground storage tank (UST) was removed from nearby 83 Court Street in 1992
- The Site is identified as a DEP Waste Disposal Site
- No NPL sites and no current CERLA listed sites are located within one mile of the site
- There is a documented release of hydraulic oil at the Site
- The possible presence of contaminated subsurface soil or groundwater due to the former UST

The findings of the Site Assessment indicate that a Phase II subsurface investigation be conducted.

5.3 Traffic Conditions

Existing traffic count data was assembled for the downtown area, and summarized in Appendix I.

The Transportation Center itself is not expected to generate additional new traffic. The proposed parking would be provided to meet existing demand for parking in the downtown Plymouth and waterfront area. As such, expanded parking capacity at Memorial Hall could help traffic because fewer drivers will be circling the downtown area in search of a place to park during times of peak use. In addition, the Transportation Center would be the designated hub for shuttle service to remote parking lots for special events, further reducing the need for automobiles to enter the downtown during peak periods.

5.4 Construction Costs

The total estimated design and construction cost of the Transportation Center on the Memorial Drive site is $10.3 million (see Appendix J). This consists of the following:

Construction

Site	$ 600,000
3 Parking Levels @ $2,250,000/level	$ 6,750,000
Visitors Services, Transit Waiting Area & Restrooms (3,000 s.f.)	$ 600,000
Total Construction	$ 7,950,000

Soft Costs (30%)	$ 2,385,000
Total Development Cost (TDC)	**$10,335,000**

Transit & Visitors Center Share	
Grade level bus area (50% of site const.)	$ 300,000
Visitors Services, Transit Waiting Area & Restrooms	$ 600,000
Replacement of 116 surface parking spaces in structure (37.4% of spaces/cost)	$ 2,974,838
Construction Cost	$ 3,874,838
Soft Costs (30%)	$ 1,162,452
TDC – Transit & Visitors Center Share	**$ 5,037,290**

It is expected that the $10.3 million will be funded as follows:

Federal Reimbursement (80% of Transit & Visitors Center Share – TDC)	$ 4,029,832
State Contribution - Earmark in the State Bond Bill	$ 2,000,000
Town Parking Fund	$ 150,000
Total Funding Sources	**$ 6,179,832**
Amount to be Financed (PGDC)	$ 4,155,168

5.5 Operating and Finance Costs

In addition to the construction costs, the ongoing operating and financing costs from design and construction were estimated. See Appendix J for details.

Annual expenses are assumed to be $55 per space each month for 310 parking spaces, for an estimated total of $204,600.

Finance costs are assumed to be through a 25-year tax exempt bond at 5.5%. This assumes Tax Exempt Revenue Bond, through an agency such as Mass Development, at rate of 4.5% with one point added for bond issuance fees (underwriting, counsel, etc.)

5.6 Utilization Projections

Based on parking observations from this Site Selection Study and recently completed parking studies in the Town of Plymouth, parking utilization projections were developed. See Appendix B and Appendix J for details.

Peak utilization of roughly 60% currently occurs during the 3-month summer season, with an additional five months of "shoulder season" with a utilization of about 28%. With the implementation of the proposed parking management plan, the utilization could increase to 68% and 60%, respectively.

It is assumed that the current practice of no charge for parking from December through April would remain in the future.

5.7 Pro Forma Analysis

Combining the costs and utilization projections from the sections above, it is estimated that the Transportation Center could generate a net annual income of $14,204 (see Appendix J), indicating the project is feasible.

Projected Annual Revenue (Worst case scenario)	$ 525,000
Projected Annual Expenses[1] (310 spaces @ $55/space/month)	$ 204,600
Net Annual Operating Income	**$ 320,400**
Annual Debt Service (100% financed by 25-year tax exempt bond @ 5.5%)	$ (306,196)
Net Annual Income Available	**$ 14,204**

It is important to note that the projected annual revenue assumes that the parking management strategies from the 2012 *Parking Management Plan* are implemented:

- Full metering of surrounding lots and streets
- 12-hour enforcement
- 8-month paid parking at $1.00 per hour
- Resident permit parking west of Court Street
- Additional parking incentive programs to shift parking demand from on-street to a structure

6. PUBLIC OUTREACH AND PARTICIPATION

Public process related to the project work consisted of five main efforts as follows:

1. Steering Committee Meetings;
2. Coordination with Courthouse Corridor Committee;
3. Direct Outreach to Abutting Landowners;
4. Public Meetings; and
5. Board of Selectmen Presentations.

These efforts are summarized in the sections below.

6.1 Steering Committee Meetings

Throughout the course of the study, the consultant team met regularly with an ad-hoc Steering Committee comprised of representatives from the PGDC, Town of Plymouth, Park Plymouth, Plymouth Planning Board, Courthouse Consortium, and other interested members of the Plymouth Community. The Steering Committee provided general guidance and direction to the project team's efforts, in consultation with GATRA, PGDC and the Town of Plymouth, and served as a resource for gathering information. The group met a total of eight times throughout the course of this study. Meeting summaries and materials are provided in Appendix K.

6.2 Coordination with Courthouse Corridor Committee

In addition to the Steering Committee meetings, members of the consultant team held special meetings associated with the possible viability of the Courthouse Corridor site. These informal work sessions included a sub-set of the project Steering Committee (described above) and representatives from the Courthouse Consortium. The work sessions were valuable in understanding the future vision for the site and investigating the feasibility of integrating that vision with the needs of the Transportation Center. While the Courthouse site was ultimately dropped from consideration due to the difficulty of accommodating transit, the process ensured that all potential options were considered.

6.3 Direct Outreach to Abutting Landowners

As work progressed on the Memorial Hall Parking Lot site, the consultant team began contacting the owners of businesses and real estate that abut the lot. Individual meetings were held or telephone calls made to direct abutters to discuss the overall project, and understand any concerns property owners may have about the potential Transportation Center on the Memorial Drive site. As a result, the conceptual design includes a landscaped plaza as a buffer

between the Transportation Center and the abutting land uses, as well as providing ground level access to parking to help support those establishments.

6.4 Public Meetings

During the course of the study, the project proponents held two separate public meetings (see Appendix L for meeting materials). The first meeting held June 8, 2011 centered on the goals and purpose of the project. It provided an opportunity to review and discuss potential sites in downtown Plymouth that could service both transit and downtown parking needs. As a result of this meeting the study name was changed from "Multimodal Center" to "Transportation Center" to help ease confusion about the nature of the project.

The second meeting was held December 8, 2011 and centered on the process used to select the two finalist sites of Memorial Drive (Site B) and the Courthouse Corridor (Site F), and solicit input on the viability of those sites.

6.5 Board of Selectmen Presentations

Finally, the project proponents provided two separate presentations to the Board of Selectmen (see Appendix L). The first meeting was held October 18, 2011. An overview of the project, site selection process, and presentation of the two finalist sites was provided.

The second presentation was a joint presentation to the Board of Selectmen and the Planning Board on August 14, 2012. The presentation provided an update since the October 2011 meeting, as well as the conceptual design and pro forma. The Board of Selectmen voted unanimously that GATRA and the PGDC should move forward with the design phase of the Transportation Center at the Memorial Drive location.

7. NEXT STEPS

Following the completion of this Site Selection Study, the next steps for the project include:

- Secure FTA approval and funding to enter into design
- Secure funding for Preliminary Design, estimated to be about $360,000
  - FTA projected to pay 80% ($300K +/-)
  - PGDC to contribute 10% ($30K +/-)
  - Town Parking Fund to contribute 10% ($30K +/-)
- Procure design services for preliminary design to be ready for Spring 2013 Town Meeting
- Secure funding agreements for final design and construction
- Proceed with final design, permitting and preparation of construction documents
- Construct the project